Memorandum

To:

Mayor and City Council

From:

Randy Grant, Zoning Administrator / Chief Planning Officer



Subject: Hardship Exemption Case

In May 2004 City Council approved amendments to the Environmentally Sensitive Land Ordinance. One of those amendments created the opportunity for property owners to apply for a Hardship Exemption from City Council. A Hardship Exemption allows owners of property with unique physical constraints to be allowed to develop under standards previous versions of the ESLO. Prior to May the only opportunity for relief was a variance from the Board of Adjustment. Hardship Exemption applications are processed directly to City Council for your direction.

This is the first application for the Hardship Exemption so there is no history of previous council discussions. The ordinance contains the following criteria for approval of a Hardship Exemption:

- 1. A substantial hardship is demonstrated that would significantly reduce the ability to use a parcel(s)
- 2. The exception will be consistent with the intent and purpose of the Environmentally Sensitive Lands Ordinance, and
- 3. The application of the new ESL standards would not achieve significant benefit for the protection of the environment and the Community.

Similar to conditional use permits, the City Council must find that these three criteria have been met in order to approve the hardship exemption.

The attached application was submitted by a church for relief from the 24' height requirement of the 2004 ESLO. The 1991 version of ESLO allowed churches to develop to heights of 30' with the opportunity for portions of the building to extend to 45'.

CITY COUNCIL REPORT



MEETING DATE: November 1, 2004

Ітем No. <u>4</u>

GOAL: Coordinate Planning to Balance Infrastructure

SUBJECT

McDowell Mountain Community Church - 1-HE-2004

REQUEST

Request to approve an ESLO Hardship Exemption on building height on portions of the proposed buildings.

OWNER

McDowell Mountain Community Church

480-314-2400

APPLICANT CONTACT

Rob Wauro

Barduson Architecture

480-967-7007

LOCATION

10700 N 124th St

BACKGROUND

Zoning.

The site is zoned R1-43 ESL (Single Family Residential Environmentally Sensitive Lands). The ESL Ordinance requires that a percentage of the property be permanently preserved as Natural Area Open Space and that specific environmental features be protected.

Context.

The site is located on the northwest corner of Shea Boulevard and 124th Street. The surrounding property is zoned R1-43 ESL, R1-10 ESL, and R1-5 ESL. The property is adjacent to a large wash (more than 100 CFS) along its western boundary. Along the northern property boundary is a proposed single family residential development zoned R1-43 ESL. To the east of the site along the eastern border of 124th Street are the St. Bernard Clairvox Chatholic Church and vacant land directly to the east. To the south of the site are Shea Boulevard, the Central Arizona Canal, vacant land, and single-family homes. The site will be accessed via 124th Street, and Sahuaro Drive. Access using Shea Boulevard will be prohibited.

APPLICANT'S PROPOSAL

Applicant's Request.

The request is to approve portions of the roof structure that extend above the 24-foot height restriction of the Environmentally Sensitive Lands Ordinance. The proposed building heights are: Worship Center is 26 feet, Multi-purpose room has portions along the west side of 35 feet, and the parapet wall of the Education Wing is 29 feet. All heights are above natural grade. The applicant has included photo simulations showing how the buildings would look on the site.

Analysis

- The topography of this site is challenging. The slope of existing grade falls substantially toward the west and southwest portions of the property, making large buildings difficult to site and still maintain conformance to the 24 feet height limitations.
- The application was submitted and was in the process of evaluation for this process prior to the approval of the current version of the ESLO Ordinance. The applicant is requesting that the ESL standards used prior to the May 21, 2004 ESL amendment be used by staff to evaluate this proposal.
- There are four existing buildings that exceed 24 feet in height within a quarter mile radius of the applicant's proposal. St. Bernard of the Clairvox Catholic Church, located across 124th Street, ranges from 32 feet and 43 feet in height. The Islamic Center; currently under construction to the north, is 29 feet and has a dome height of 35 feet. The Desert Mountain High School and Mountain View Middle School to the north of this site have heights ranging from 35 feet to 63 feet.
- The proposal has made an attempt to mitigate the mass of the building in proportion to the site by the orientation of buildings on the site, burying the two story building significantly into the hillside. The existing native desert trees along the arroyo help to screen the building height from the west and northwest.
- The applicant has received correspondence in support of this development from the North East Scottsdale Property Owners Association (NESPOA), as well as correspondence from the resident to the north.
- The development proposes to exceed the minimum requirement of 30% natural area open space.
- Churches, which are allowed uses in residential districts, customarily seek larger building footprints and higher ceilings than other uses in the district would.

STAFF
RECOMMENDATION
RESPONSIBLE DEPT
(S)

Staff recommends approval.

Planning and Development Services Department

Current Planning Services

STAFF CONTACT (S)

Greg Williams Senior Planner 480-312-4205 E-mail:

gwilliams@ScottsdaleAZ.gov

Randy Grant Chief Planning Officer 480-312-7995

E-mail: rgrant@ScottsdaleAZ.gov

APPROVED BY

Randy Grant

Chief Planning Officer

Date

Ed Gawf

Deputy City Manager

0/19/04 Date

ATTACHMENTS

1. Project Narrative

2. Justification for Exemption

3. Context Aerial

3A. Aerial Close-up

4. Land Use Map

5. Zoning Map

6. Support Graphics

7. Citizen Involvement

8. City Notification Map

9. Photographs

10. Proposed Site Plan

11. Letters of Support

McDowell Mountain Community Church Project August 27, 2004 - Text Revision

City of Scottsdale DRB Case # 195-PA-03 Location: N.W. corner of Shea Blvd & 124th Street (property is zoned R1-43 ESL)

(PAGE 3)

DESCRIPTION OF HARDSHIP EXEMPTION REQUEST: PROJECT NARRATIVE:

This request is based on the need for a higher roof level on several portions of the building than is allowed in the new Third Amendment to the ESLO, effective May 21, 2004. (ESLO III)

The previous height ordinance (ESLO II), when we designed this project from July 2003 thru December 2003, was 26 ft above natural grade (A.N.G.). It has since changed to 24 ft A.N.G. this past May. Prior to May 2004, the ordinance allowed DRB the authority to review and consider a request to exceed this height and to approve nonresidential buildings that exceed 26 ft A.N.G. height.

The major complications in controlling the height are derived from the necessity to create the ceiling volume for a worship space which will accommodate a congregation of 1000. Extra ceiling height is required in a multi-purpose room for the education wing, and the need for the 2 floors stacked for the education wing are the two other locations exceeding the height limit.

- The Worship Center has its highest point at 26'-0" above natural grade so that it would meet ESLO II at the time it was designed.
- > The Multi-Purpose Room is designed with the highest part of it's sloping roof on the west side at 35'-0" above natural grade. Actual Elevation is 1583'-8" which is only 1 ft higher than the Worship Center's highest elevation point.
- The Education Wing is designed with its top of the west parapet of the 2-story wall at 29'-11" above natural grade. The actual elevation is 1573'-11" which is 8'-9" lower than the highest elevation point of the Worship Center roof. Refer to Drawing A1.3.

It is stated in the 'Citizen's Guide to Environmentally Sensitive Lands', "the ESL Ordinance is not intended to deny the reasonable use of the land, but rather a guide to its use in ways that are sustainable and recognize the unique opportunities this setting provides."

We believe that the increased height is appropriate and compatible with the character of the neighborhood and fits well into the natural grade change opportunities on site. We believe our design melds well with the existing rolling topography of this elevated desert site. We further believe the "organic" design of our building with its multiple roof heights and indigenous materials and colors respond to the unique terrain of the site by blending with the natural shape and texture of the land as viewed from the streets and from the neighbor's perspective. We have purposely designed multiple steps and varied forms at the top lines of the building to visually reduce the apparent height and alter the long linear appearance to one of a small complex of structures rather than appearing as one long box. This was also as a direct result of our decision to not make

suite 7, tempe, az 85282 T; 480 967 7007 F: 480 967 7177

ATTACHMENT #1

We have included as part of this submittal, sections of the building as they appear on the site and a roof plan with areas above 24 ft highlighted to indicate what a small proportion of the building is actually above the 24 ft height limit. We have also included an exhibit that is an Aerial Photo of Surrounding Neighborhood and some building photos that presents the context of the other larger buildings and their corresponding heights to prove that this building is and will be perceived as one of the smaller and shorter non-residential buildings in the vicinity.

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McDowell Mountain Community Church Proiect (PAGE 4)

JUSTIFICATION FOR EXEMPTION:

- 1. Demonstrated Substantial Hardship that would reduce the ability to use the parcel(s):
 - A. SITE CONSTRAINTS: The Site comprises about 8.0 net acres of largely pristine upper desert landform in the foothills of the McDowell Mountain range. The overall site restrictions have created such hardship boundaries that our building area has resulted in a floor to area ratio of only 16%. We are restricted on our south property due to the 100 ft Scenic Corridor setback on Shea Blvd., the west property line by the 100' scenic corridor at the wash and on the east by the 40'scenic setback on 124th Street. In addition, we are required to set aside approx 30% as N.A.O.S. (which we have exceeded). All these challenges combined have left a restrictive footprint area available for a building. We resolved this reduced land issue by designing a stacked education wing with the lower level buried into the hillside as the land drops off to the West. To explain the "stacking", the Worship Center and main Education Floor are all on the same main grade elevation. The lower level of the Education building is cut 14' into the hillside to take advantage of the slope toward the west and to reduce the amount of land coverage to allow for a turf play area to accompany the Sunday school program.
 - B. EXCAVATION HARDSHIP: The geotechnical report analysis shows the soil to be rock and caliche - "the presence of very dense / hard soils and calcareous cementation may impede progress and require the use of heavier equipment for excavation." Lowering the overall footprint of the main level further would make the excavation costs prohibitive and additionally detrimental to the site area due to the required ADA ramping and grading.
 - C. MULTI-PURPOSE AREA RECREATIONAL CONSTRAINTS: The impact of the height appears to be most evident on the west end of the site where the building sits between 30 ft. and 35 ft. A.N.G. However, due to the steep drop in the grade, the structure still appears as only a 1 or 1.5 story building from all roads. In other words, the top of parapet on the west end of the proposed elevations for the two story Education wing is actually lower than the top of worship center and the parapet over the lobby. The top of roof over the multi-purpose room (which exceeds the height limit the greatest) is only 1 ft higher than the top of parapet at the worship center. One function of the multi-purpose area is as a recreation gym. The recommended clear ceiling height for a gym is 26 ft. We have already compromised this recommended height by designing this area to have a sloping ceiling of minimum 18 ft up to max at 24 ft. so that we would not create a severe visual impact by adding excessive height. In the past, building heights were allowed to be taller for the assembly or gym areas. Refer to drawings A1.3 and A2.2A graphic indications of portions of the building that exceed the 24'-0" above natural grade.

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- D. <u>EDUCATIONAL FACILITY NEEDS</u>: As proposed, the design calls for the lower Sunday school education level to be buried into the ground in order to limit the affect on the neighborhood. Reducing the building to a single floor and doubling the education building footprint would actually be more invasive to the site and for the neighborhood. By simply removing the second floor of the education wing, the church would not have the children's space necessary nor the adult seating capacity to fulfill their needs, This would result in hardship of having to further reduce their program capacity.
- E. RELIGIOUS WORSHIP CENTER NEEDS: If the exemption is not granted, the Worship Center will have an unusually low ceiling in relation to the room size, thus affecting the required acoustic and visual outcome negatively. The floor level of the Worship Center has already been sloped to below natural grade to create a "theatre" setting. This assisted in keeping the overall height as low as we could and resulted in setting it at the former allowable height of 26 ft A.N.G.
- F. <u>RELIGIOUS CONSTRAINT:</u> TOWER OR STEEPLE. We designed this religious facility without a special tower or steeple in deference to the other height issues involved. Therefore we are not asking for any special exemption for this element.
- G. NEIGHBORHOOD CONTEXT: The site is surrounded by developed areas, not pristine desert. It is surrounded by taller structures than the heights we are requesting. St Bernard Catholic Church, Desert Mountain High School, Mountain View Middle School, and the Islamic Center of NE Scottsdale. In addition, some of the surrounding homes exceed the 24 ft. height either as 2-story designs or as large volume spaces. Please refer to the final point in Item 4 (below) to study the compatibility of our requested height in the context of the surrounding buildings heights.
- 2. The <u>requested exemption</u> is consistent with the intent and purpose of the ESL Ordinance:

We believe our exemption request is consistent with the intent and purpose of the ESL Ordinance as explained under each of the ESLO III, Section 6.1011. Purpose. As follows:

- A. Protect people and property from hazardous conditions . . . (rockfalls, erosion, flooding)
 - The requested exemption for increase in height of the building would not affect this item.
- B. Protect and preserve significant natural and visual resources. (prime wildlife habitat and corridors, significant washes, significant riparian habitats). The prime wildlife corridors and habitats, and significant wash are preserved in the natural state to conserve the character and maintain the unique desert setting. The requested exemption for increase in height of the building would not affect this item.
- C. Protect renewable and nonrenewable resources such as water quality, air quality, soils, and natural vegetation from incompatible land uses. The natural vegetation is being protected on a large proportion of the site. The requested exemption for increase in height of the building would not affect this item.

The utility infrastructure is already in place along Shea and 124th Street. The requested exemption for increase in height of the building would not affect this item.

- E. Conserve the character of the natural landscape. Guide the location and distribution of meaningful on lot and common tract open space and protect sensitive environmental features to sustain the unique desert character found in ESL areas.
 - The natural vegetation is being protected on a large proportion of the site. In addition, having a two-story building (half buried into the hillside) reduces the amount of footprint constructed and therefore reduces the building's impact on the community.
- F. Recognize and conserve the economic, educational, recreational, historic, archaeological, and other cultural assets of the environment that provide amenities and services for residents and visitors. The requested exemption for increase in height of the building would not affect this item.
- G. Assure that decisions regarding development in environmentally sensitive areas are based on complete and accurate information about the environmental conditions including drainage features and probable development impacts.

The requested exemption for increase in height of the building would not affect this item.

- H. Minimize the impacts of development by controlling the location, intensity, pattern, design, construction techniques, and materials of development and construction.
 - As listed above, the design team has taken great pains to ensure a pleasant and organic scheme which is fitting for this beautiful site. The requested exemption for increase in height of the building would not affect this item.
- I. Retain the visual character of the natural landscape to the greatest extent feasible by regulating building mass, location, colors and materials; grading location, design and treatment; and landscaping design and materials. Our requested exemption for increase in height of the building is directly related to this item. We are recreating the visual character of the natural landscape by our new landscaping design and materials. We have designed the building mass, materials and colors to blend into the natural desert setting. Refer to the following text taken from our original D.R.B. Narrative:

The Phase I Worship Center massing and detail evoke the notion of a structure of indigenous materials and colors rising out of the rolling, elevated desert site. The prominent lobby main entry consists of two massive, dramatically curved, sloping, striated "Canyon Walls" rising out of the ground and colored in desert tans. The walls would be smooth integral colored stucco on masonry, or if budget permits integrally colored cast-in-place concrete. Spanning between the canyon walls is a muted green-colored metal roof canopy that is

2210 south mill ave. suite 7, tempe, az 85282 T; 480 967 7007 F; 480 967 7177 Secondary to the entry feature/ lobby is the multifaceted, sloping Auditorium structure tucked behind the East "canyon wall" with banded integrally colored masonry walls, rusted "Corten" steel finished high sloped roof brow accent and clear vertically proportioned glazed segments complete with green metal shade canopies. The overall form of the auditorium would appear as "outcroppings".

The second and third Education Building phases would balance the auditorium form outcroppings and tucked behind the west Canyon Wall of the Phase I lobby.

- J. Maintain significant open spaces which provide view corridors and land use buffers... to maintain the city's unique desert setting.
 Our requested exemption for increase in height of the building is directly related to this item.
- K. Protect environmentally sensitive lands, while also recognizing the legitimate expectations of property owners and the city's overall economic goals.

 Our requested exemption for increase in height of the building is directly related to this item. We have protected the environmentally sensitive lands on site and feel that a church is the highest and best use for this property. A church requires appropriate height and the second story of the educational wing actually reduces the impact on the neighborhood.
- L. Encourage innovative planning, design, and construction techniques for development in environmentally sensitive areas.
 Our requested exemption for increase in height of the building is directly related to this item. Refer to the innovative design narrative in Item I.
- 3. The application of the new ESLO standards does not achieve significant benefit for protection of the environment and community:

ENVIRONMENT & COMMUNITY: The community benefit is interpreted as "preserving Sonoran Desert Open Space while protecting the residents from potential flooding, erosion and detrimental visual impacts." It is also "to promote public health and safety by controlling development on these lands." We share this mission. We have met the N.A.O.S. (Natural Area Open Space), requirements and in so doing, we have preserved an arroyo area that is well vegetated with trees and native desert plants that act as a natural visual buffer for the neighborhoods. We are enhancing Shea Blvd frontage with our adherence to the Scenic Corridor Guidelines. The information we have provided indicates the level of visual impact these requested roof heights will have on the surrounding neighborhood. The rolling, elevated desert site sits approx. 11 ft higher than the intersection at Shea and 124th St. Due to the steep grade changes near that intersection, the view from a passing vehicle is limited to the upper portions of the building, and the entire height would not be a visual impact.

4. The requested exemption is in conformance with a previously adopted version of the ESL Ordinance:

1987 Zoning Ordinance, Per Section 5.012.12. c, allowed up to 30 ft height and up to 10% roof area at 40 ft subject to DRB review and approval for compatibility with the established neighborhood character.

ESLO II. Effective 01-31-02 and modified 05-01-03. Design Standard Sec. 6.1070.B. Building Heights, 1.b. This ordinance started as 26 ft and changed to 24 ft height in R-1 but allowed DRB the authority to review and consider a request to exceed this height and to approve non-residential buildings that exceed 24 ft height.

ESLO III. modified 05-21-04. Section 6.1070 Design Standard. B. Building Height b. Maximum Height. We request to exceed the new ESLO III, Height limit of 24 ft above natural grade.

We are compatible with the adjacent neighborhood.

St. Bernard of the Clairvoix Catholic Church, located across 124th Street, has approximately 32 ft main wall height, 43 ft. top of worship space and 49 ft. top of cross on its' steeple.

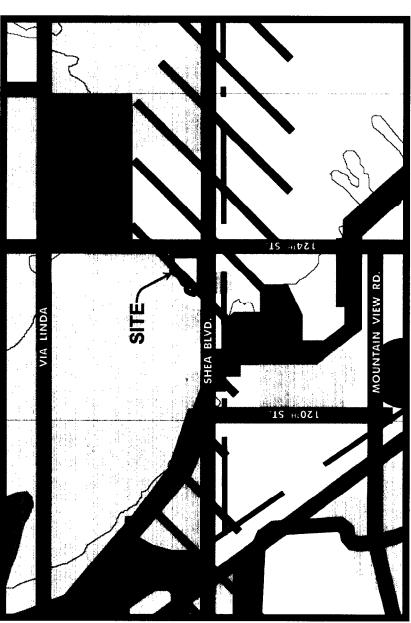
The Islamic Center of N.E. Scottsdale Mosque was recently approved and is currently under construction nearby. It has an average wall height of 29 ft., dome of 35 ft. and top of its' minaret at 45 ft.

The Desert Mountain High School and Mountain View Middle School just north on Shea a block is considerably higher in elevation toward the McDowell Mountains and are also much taller structures, ranging from 35 ft to 63 ft. in height.

Residences: There are surrounding homes in view of this site that are 2-story plans and others that are large volume ceilings that exceed the current 24 ft. height restriction.

McDowell Mountain Community Church

McDowell Mountain Community Church



Developed Open Space (Golf Courses) Cultural/Institutional or Public Use

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Mayo Support District Regional Use District

Developed Open Space (Parks)

Natural Open Space **Employment**

Mixed-Use Neighborhoods

Resorts/Tourism Shea Corridor

Suburban Neighborhoods Urban Neighborhoods

Rural Neighborhoods

Commercial

1-HE-2004

ATTACHMENT #4

Ratified by Scottsdale voters March 12, 2002 revised to show McDowell Sonoran Preserve as of May 2004 revised to reflect General Plan amendments through June 2004

Adopted by City Council October 30, 2001

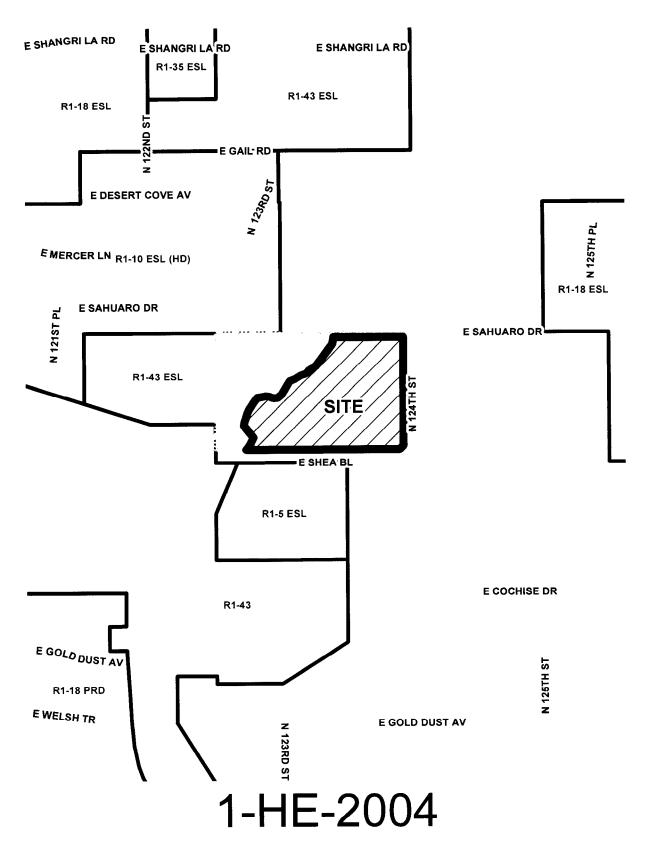
Location not yet determined

- - - City Boundary

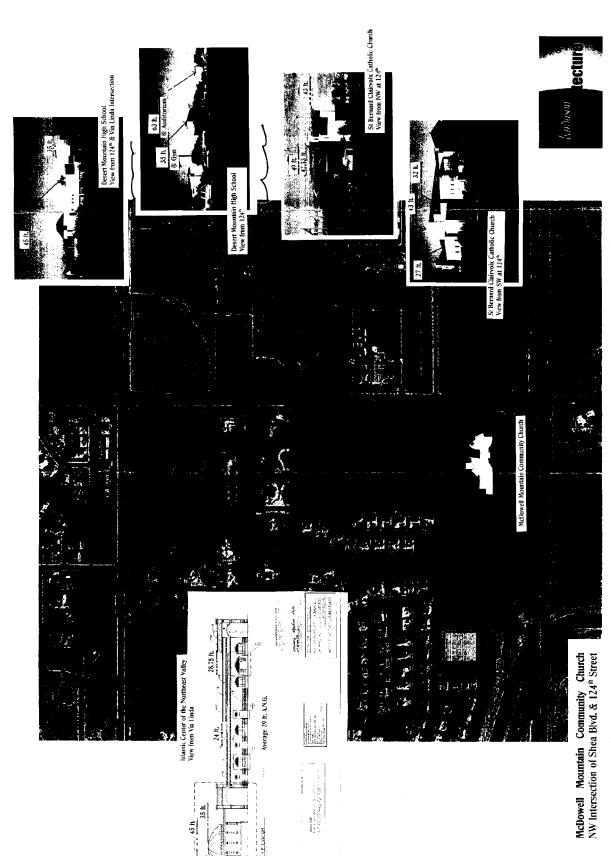
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Recommended Study Boundary of the McDowell Sonoran Preserve

McDowell Sonoran Preserve (as of 8/2003)



ATTACHMENT #5



AERIAL SITE PHOTO FOR CONTEXT OF SURROUNDING BUILDING HEIGHTS

1-HE-2004 8-31-04

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CASE NO: 195-PA-03			
PROJECT LOCATION: NWC	SHEA BLVD	\$ 124th	STREET

COMMUNITY INPUT CERTIFICATION

In the City of Scottsdale it is important that all applicants for rezoning, use permit, and/or variances inform neighboring residents, affected school districts, and other parties that may be impacted by the proposed use, as well as invite their input. The applicant shall submit this completed certification with the application as verification that such contact has been made.

Date	Name (person, organization, etc.) and address	Contact Format		
		Meeting	Phone	Letter
	George Kolasa (adjacant property au	ar) (10)		(1)
,	TIM Burns (former P+Z commissioner)	(10)		
	Danny Walker (adjacent North Proporty)	(15)		
	John Long (")	(15)		
	Judy Brown (adjacent East Property)		(1)	
	Dennis Rodriguez (North Scotladale Proporty Owners Association NSPOA)	(6)		
	Informal Meeting Scheduled the last week in May 2004. On September	~		
	agenda with NSPOA.			
	·			

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Signature of owner/applicant	Date
digitative of owner approprie	Date

ATTACHMENT #7

Community Input Certification

George Kolasa - Lives in Gilbert, but owns adjacent (west) property. 10 meetings or phone calls. One letter. Numerous drawings.

Tim Burns - Former P& Z commissioner. 10 meetings or phone calls. Working with George Kolasa on planning Kolasa property. Numerous drawings.

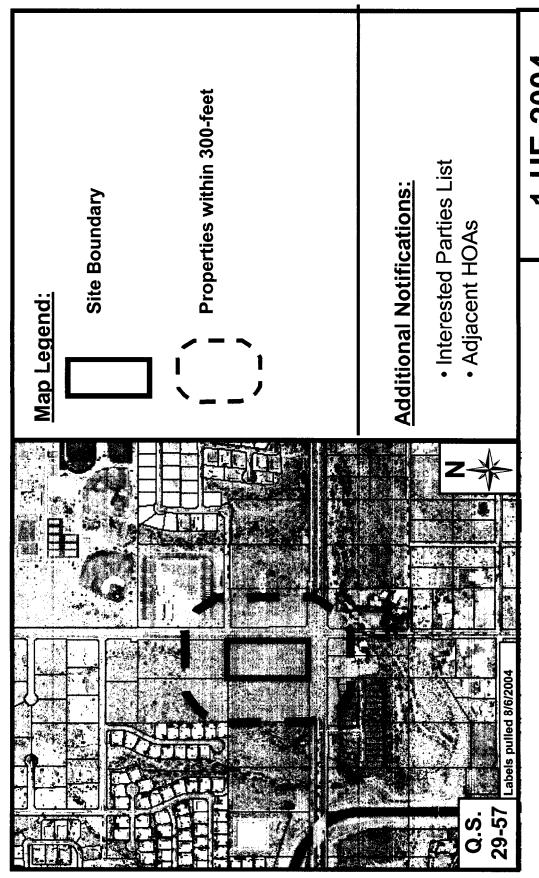
Danny Walker - Owner of adjacent (north) land. 15 meetings or phone calls. Numerous drawings. Assisted them in handling their drainage problem.

John Long - (Same as Danny Walker above)

Judy Brown – Owner of adjacent (east) land. One phone call regarding our development and her possible plans.

Dennis Rodriguez – NSPOA – 6 meetings or phone calls. MMCC representative, Rick Goulooze, met with and talked with NSPOA many times. Informal meeting scheduled the last week of May 2004. On September agenda with NSPOA.

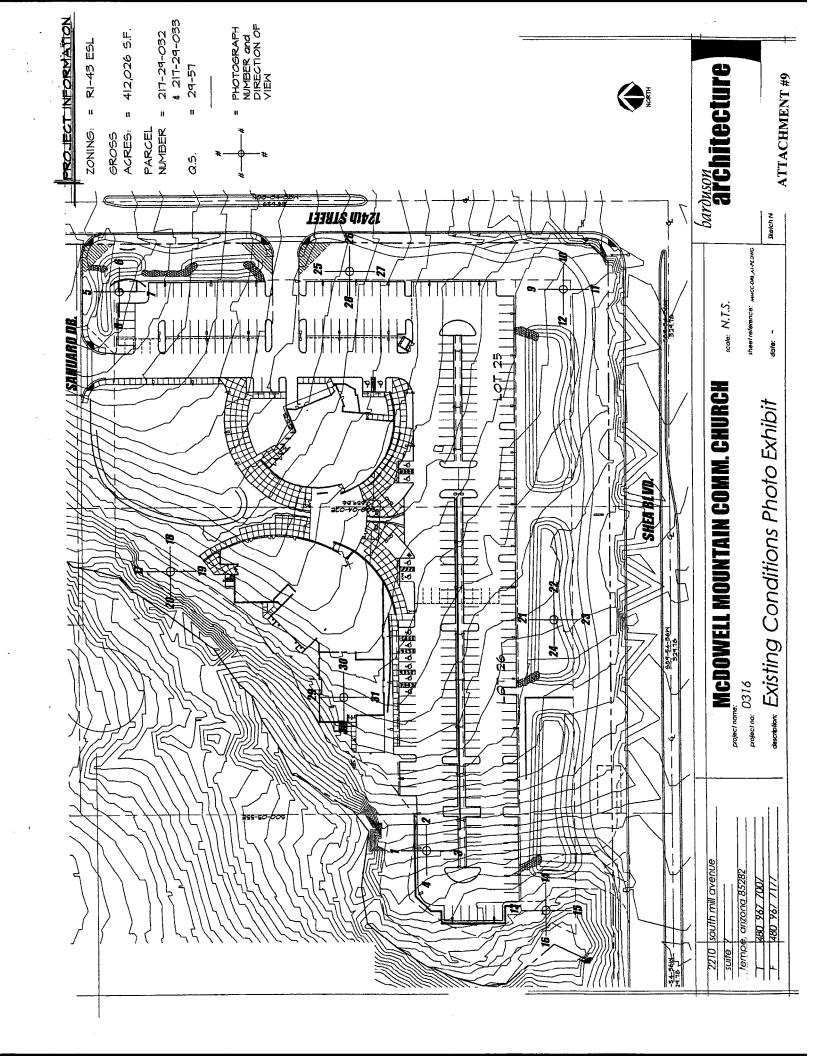
City Notifications - Mailing List Selection Map



McDowell Mountain Community Church

1-HE-2004

ATTACHMENT #8



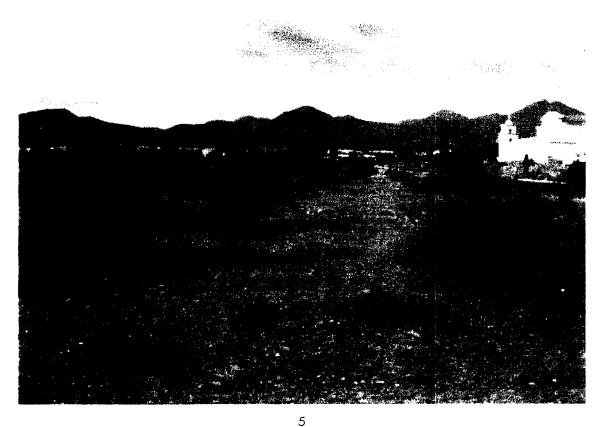






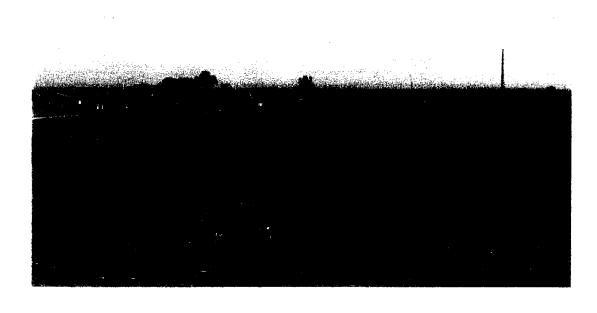


barduson **architecture** 2210 south mill ave. suite 7, tempe, az 85282 t: 480.967.7007 f: 480.967.7177









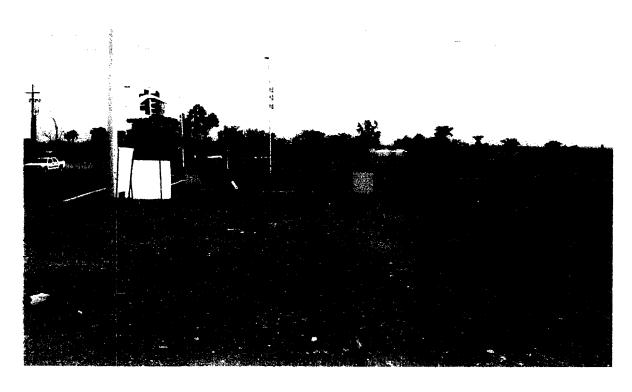


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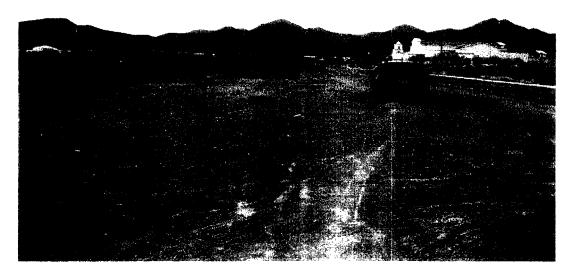
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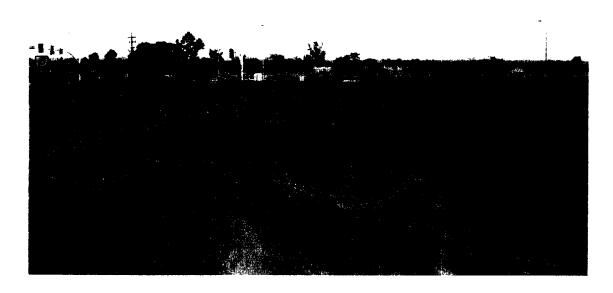






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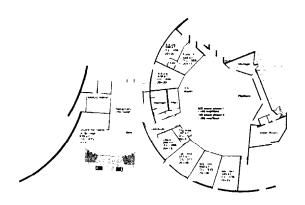




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ATTACHMENT #10

ED CONTEXT AERIAL

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SHEA BLVD. 1241H SI. scottsdale, arizona

COMM, CHURCH MOUNTAIN

MCDOWELL

DESERT HILLS COMMUNITY OF SCOTTSDALE

October 2, 2004

McDowell Mountain Community Church 10855 N. Frank Lloyd Wright Blvd. Suite #102A Scottsdale, AZ. 85259 (Attn: Mr. R. Goulooze)

Re: Case #195-PA-03

Dear Mr. Goulooze:

Thank you for your letter dated September 23rd confirming the direction and discussion we had with your team earlier at the proposed construction site. The Board of Directors of Desert Hills Community of Scottsdale supports the McDowell Mountain Community Church request for a height variance to the second phase of construction, per Case #195-PA-03.

As mentioned in your letter concerning the property west of the McDowell Mountain Community Church and South of Desert Hills Community, our Board of Directors completely opposes any rezoning of that particular property. As discussed at our meeting held on the future Church site several weeks ago, support of our Desert Hills Community position concerning this matter by the McDowell Mountain Community Church – Board of Directors, may be required in the future. However if no rezoning of this stated property west of the Church's site is applied for there would be no issue to address, other than the actual plan (layout) itself.

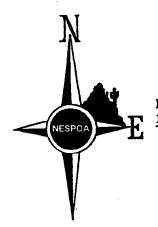
The Desert Hills Board of Directors and homeowners' thank you for asking us to be a part of the planning process of your future project. We welcome the McDowell Mountain Community Church to our community.

Sincerely,

Steven T. Mercier

President of Desert Hills Community

Board



North East Scottsdale Property Owners Association 11259 E. Via Linda Ste., 100-142, Scottsdale, AZ 85259

Mr. Rick Goulooze 10855 N. Frank Lloyd Wright Blvd. Suite 102A Scottsdale, AZ. 85259 September 30, 2004

Subject: Case 195-PA-2003 on the NWC of Shea 124th Street.

The Board of Directors of the North East Scottsdale Property Owners Association (NESPOA) supports the McDowell Mountain Community Church request for a height variance to the second phase of their construction.

We have been working with the McDowell Mountain Community Church for the past two years. NESPOA assisted the Church in finding the current location at 124th Street and Shea Blvd. We believe this case should have been processed by the DRB last December 2003.

The NESPOA Board of Directors and members thank you for letting the residents of our membership participate in the planning process. We appreciate your integration of our recommendations into your development plans for the Church project at Shea and 124th Street.

Regards

Dennis Rodrigues

President, NESPOA